DATA HANDBOOK

For the Preliminary General Plan

August 1959

CITY PLANNING COMMISSION OAKLAND, CALIFORNIA

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INTRODUCTION

This is a Data Handbook for the Preliminary Oakland General Plan; it is intended to record and make public the basic thinking and research for preparation of the Plan. This Handbook is intended primarily for the following groups:

(1) Department heads, other city personnel, and officials of public agencies affected by the Plan who are interested in more detailed information or need to make precise use of plan proposals;

(2) Civic leaders, directors of community organizations, and business men who take an interest in the Plan as a civic responsibility, and who may be especially concerned with a particular element of the Plan;

(3) The Oakland City Planning Commission and its Staff who will need the Handbook as a guide to future studies and as an interpretation of work completed in the past;

(4) A general audience (including the local planning profession) whose more thorough understanding and criticism of the Plan can be of service in subsequent developments of the Oakland planning program.

The Data Handbook is not a duplication of the Plan itself. Rather it has been prepared for those who -- having read the General Plan -- find they have special needs for more detailed information as to the research findings and lines of reasoning that support the proposals set forth in the General Plan.

The Handbook describes (1) plans previously prepared by the Commission for areas or facilities in the city and (2) studies conducted in the course of preparation of the General Plan. Where studies have not been published, the Handbook outlines the essential ideas and findings of these studies. Where earlier plans or studies were published, however, the Handbook simply refers to these documents.

SKETCH PLANS

Throughout the development of the Preliminary General Plan (PGP) four sketch plan maps were prepared. On a sketch plan all major elements of the General Plan (GP) were shown in relation to one another. The first sketch plan was prepared in March of 1955 in connection with the determination of an optimum population; the later three were prepared in May, June and August of 1957.

The purpose of preparing sketch plans was twofold. The sketch plan shows diagramatically the interrelationship of all major elements of the GP. Since many of these plan elements were developed concurrently the sketch plan map served as a check so the staff could be sure that all proposals were in proper balance with one another. Also, sketch plans were useful in determining the best means of portraying these various elements of the plan graphically. In effect the sketch plans portray specific stages in the evolution of the plan proposals. The large colored map shown on one side of the PGP essentially represents the final sketch plan that was prepared.

THE ADOPTED GENERAL PLAN

Since January, 1958, when the PGP was completed and presented to the citizens of Oakland, the Planning Commission and the City Council have considered several proposed changes to the Plan map and text. Some suggestions were offered by city departments, others by citizens who gave us the benefit of their advice. In the Plan as finally adopted by the City Council on February 17, 1959 there are 5 changes in the Circulation Section. These changes were made as the result of further study and involve the following routes: (1) a new connection for the Embarcadero to Maritime Street by way of Middle Harbor Road, (2) continuing Edes Avenue as a major street to the Sobrante Park Shopping Center (at 105th Avenue), (3) eliminating the precise route for the Southern Crossing Approach, (4) eliminating the 18-20th Street connection in West Oakland as a major street, and (5) rerouting the Grove-Shafter Freeway around the Temescal Shopping Center. These changes are explained in the adopted Plan booklet; they are not discussed in this Handbook.

CIRCULATION

The circulation proposals of the PGP deal with two complementary systems, each of which is necessary to serve our metropolitan community. They are: (1) regional rapid transit and (2) freeways and major streets.

The Plan does not treat other types of essential transportation facilities except to incorporate the Port of Oakland's proposal for expansion of the Metropolitan Oakland International Airport 1/. Studies and proposals for the development of local transit and long distance rail, air and shipping facilities will be made in the future.

The proposals for rapid transit and for the freeways and major streets system were derived from separate sources, and in the case of major streets reflect basic data which is over 10 years old. There is therefore an urgent need to restudy this section of the PGP, making thoroughly new travel surveys and projections, and being sure to consider the inter-relationships of the modes of travel before additional proposals are made.

A county-wide study of trafficways is currently being conducted in connection with the development of a state master plan of highways as requested by the California Legislature 2/. At the time of writing this Handbook, the traffic consultant has submitted a preliminary report on freeways. The proposals made in the consultant's preliminary report include additional freeways to those shown on the PGP, but the staff feels that the potential effects of regional rapid transit were not fully considered. An effective public transit system could substantially change many of the statistics upon which the freeway plan is based. Further study will be necessary therefore before accepting the conclusions of the county freeway plan.

MASS TRANSIT

The Transit Problem

Transit patronage has been steadily declining for more than ten years despite the continued population increase in the Bay Area. This is typical of the trend in most metropolitan areas of the country. In 1948, when transit patronage was still relatively high, the Oakland City Council adopted a Master Plan for transit facilities 3/. This Plan focused on the East Bay transit problem and analyzed existing train and bus systems, proposing changes to improve passenger service and to reduce congestion on streets used by transit vehicles. Since that date there have been many modifications in routes and service, but they are contrary to the proposals in the adopted plan. Transit operations were cut back in response to continued losses of patronage.

Despite this history of worsening conditions and an adopted plan which was meaningless, it is our belief that an adequate system of regional and local transit is essential for the circulation of people within

Oakland in particular and the Bay Area in general. The Planning Commission's study of 1950 4/ made the following findings in regard to the Bay Area's Transportation problem:

(1) Computed on a per-person-served basis, mass transit is by far the cheapest solution.

(2) Regional rapid transit must be integrated with local transit for the operation of an efficient system.

(3) Materially improved transit service could attract sufficient patronage to significantly reduce traffic congestion and the demand for parking space.

(4) Because of the impact of the automobile on the transit industry, it is unlikely that private capital could be induced to underwrite the development of an effective rapid transit system.

(5) If an effective transit system is to be developed, some form of public ownership, either regional or local, will be necessary.

(6) There will always be a group of people without automobiles who are dependent upon transit facilities.

The PGP incorporates the most recent proposals for meeting the transit problem.

The San Francisco Bay Area Rapid Transit Commission (SFBARTC) was established in 1951 by the California Legislature to explore the possibility of creating a regional rapid transit system for the Bay Area. Following a two-year study by a consulting firm this Commission presented its proposals for an interurban transit system to the State Legislature in 1956 5/. In 1957 a Transit District was established to carry out the recommendations of the Commission. The SFBARTC proposals for a regional system have been the principal source from which rapid transit proposals in the PGP were developed.

THE BAY AREA RAPID TRANSIT COMMISSION'S PROPOSALS

Optimum and Minimum Plans

In the Commission's report, Regional Rapid Transit, alternative optimum and minimum plans for the development of a regional transit system were presented. The PGP has incorporated the Transit Commission's optimum proposals for the reasons stated below.

The optimum plan rather than the minimum plan provides a more desirable linkage between San Francisco and Oakland. The optimum plan proposes a subaqueous tube underneath the Bay while the minimum plan utilizes the former track area on the Bay Bridge. The under water route is 3½ miles shorter and permits twice as fast service (only 11 minutes) between the two downtown centers as the bridge route.

The optimum plan makes Oakland's downtown area the East Bay transit hub while the minimum plan tends to disperse this traffic. All three East Bay transit lines lead directly to Oakland's Central Business District in the optimum plan. The minimum plan allows the northern line, serving Berkeley and Richmond, to bypass downtown Oakland.

Also the location of transit lines and transit stations in downtown Oakland is much better in the optimum plan than it is in the minimum plan. The optimum plan runs the transit lines underground which provides a minimum of interference with downtown activities. The minimum plan proposes an elevated system. The two transit stations are located directly on Broadway in the optimum plan while in the minimum plan they are on the periphery of downtown (one is at Jefferson and 14th Streets and the other at Telegraph and West Grand Avenues).

Minor Changes in Optimum Plan

An evaluation was made of the transit routes proposed by the SFBARTC and certain alternative routes which suggested themselves to the Planning Commission staff. Considerable study had gone into the selection of routes for the SFBARTC and further study by the Planning Commission staff did not seem warranted. Except for a few minor details, the SFBARTC proposals were accepted.

The route from the Oakland mole -- where the route changes from trans-Bay tube to elevated tracks -- is shown along 7th Street rather than 8th Street in order to afford greater protection to residential uses in the area. Also the station in West Oakland is shown to the east instead of west of Wood Street in order to tie in with the proposed shopping center and thus serve both the residential and industrial areas.

The only other changes were station locations within the Central Business District (CBD). The PGP proposes locating these stations closer together and entirely within the CBD. The Transit Commission proposed one station on Broadway at West Grand Avenue -- this is the edge of the CBD. The PGP proposes locating this station in the vicinity of 20th Street since this would have less tendency of encouraging further elongation of the CBD (see discussion of PGP policies page 15). The other CBD station is shown on Broadway between 13th and 14th Streets rather than at 12th Street. This change brings the station closer to the center of pedestrian circulation.

Local Transit

Local transit is mentioned in the PGP although no specific proposals are made. This needs further study and development at some future time.

The regional transit system will need a local transit system which provides feeder lines for effective operation. In Regional Rapid Transit 5/this feeder system is conceived of as a combination of bus lines

and private automobile circulation. Convenient transfer terminals at transit stops in outlying residential areas and in industrial district destinations will be needed to support the feeder system. Parking lots will also be needed in the outlying residential areas to support the feeder system. Coordination of local feeder routes and schedules with the regional transit system will be essential for safe, fast, and efficient movement of people throughout the Oakland area.

Local transit is also needed to provide service within Oakland. Convenient access from all residential areas to shopping centers, community recreation centers, major park and recreation areas, downtown and the industrial area of Oakland, is considered essential for internal circulation.

FREEWAYS AND MAJOR STREETS

Policies

Two considerations governed the development of proposals for freeways and major streets -- the impact of vehicular circulation on land use, and the efficient movement of vehicles. Oftentimes it appears that freeways and major streets have been developed solely for the sake of providing efficient movement of traffic regardless of the blighting influence this may have on the use of land. Therefore the Plan has stressed the importance of a balanced relationship between traffic movement and the use of land.

Outlined below, with a brief discussion, are the six policy statements on freeways and major streets contained in the Plan.

(1) Where appropriate and possible, freeways and major streets should be developed as parkways with landscaped borders and center dividing strips.

(2) Freeways and major streets should be so located as to skirt rather than cut through residential neighborhoods. Freeway on and off-ramps should connect with major streets rather than residential streets.

Although roadways provide the accessibility that permits areas of the city to be used for urban purposes, such circulation facilities can have a negative as well as positive impact on land uses. Residential areas seem to be particularly susceptible to damage from the nuisances of noise and odors of traffic, the hazards and the visual disturbance of freeways and major streets. Where heavily used circulation facilities must pass near residences, recreation areas, and other civic facilities, landscaping will provide some measure of protection from such disturbances. In addition landscaping can make the use of circulation facilities more enjoyable.

Ideally, persons living in a residential neighborhood should be able to reach an elementary school, a shopping center and a neighborhood or community center without crossing a major street. This policy

should guide the development of all new routes. While freeways and major streets must pass through the large residential areas of North and East Oakland, the smaller residential neighborhoods are generally kept intact.

On-ramps and off-ramps giving access to freeways should connect with major streets rather than residential streets; otherwise these residential streets will be subjected to as much traffic nuisance as if the freeway itself were at their doorstep.

(3) Expressways with median strips which limit access from cross-streets and abutting properties should be used for principal, arterial routes where full freeway treatment is not justified.

Expressways are needed where there is more traffic than a major street can satisfactorily handle but not sufficient traffic to justify full freeway treatment. Portions of Skyline Boulevard have been developed as an Expressway. No attempt has been made to designate Expressways in the PGP at this time. Experience will indicate which of the major streets should be given expressway treatment. Policies (1) and (2) above also bear on this since landscaping and center dividing strips can make driving more enjoyable, increase the traffic capacity and reduce traffic accidents.

(4) Although all freeways are designed and constructed by the California Division of Highways, the City should continue to work closely with the State in determining precise routes and design.

This policy reaffirms the City's desire to participate actively in State Freeway development in order to ensure adherence to the General Plan and its policies. Determination of the most efficient route for moving vehicles sometimes overlooks important effects of freeways on land use patterns and local traffic circulation. Adequate surveillance on the city's part is necessary in order to protect the interests of its citizens now and in the future.

(5) The improvement and development of major streets should be coordinated with urban renewal projects wherever possible.

Coordination of street improvements with the replanning of areas under urban renewal programs makes possible the development of a better urban environment and a more efficient use of public funds. Urban renewal provides an excellent opportunity to redesign streets to a far better type than would otherwise be feasible. Also, in certain situations, city expenditures for major street improvements can be included in total project costs thereby increasing the amount of the Federal matching contribution.

(6) Within the Central Business District through traffic should be kept to a minimum so that downtown streets may be reserved for their most important functions--to provide vehicular and pedestrian access to abutting buildings and to carry public transit vehicles.

The elimination of heavy volumes of through traffic in the CBD will facilitate accessibility -- particularly unimpeded pedestrian circulation. This is discussed in further detail in the Commercial Areas section.

Revisions of the 1948 Plan

In 1947 a Freeways and Major Streets Plan was prepared by Harland Bartholomew and Associates, City Planning Consultants. Officially adopted by the Planning Commission and City Council in 1948, it has served as a guide for development of the Oakland circulation system since that date. Inevitably, however, the continued growth of the city over this period has made modification of this plan desirable. Lacking an extensive new traffic study on which to base changes but wishing to proceed logically, certain rules were developed in order to provide a reasoned basis for making modifications; these rules are noted below.

(1) Limit proposals to Oakland only. The 1948 plan made circulation proposals for the entire East Bay from Berkeley to a point south of Hayward. Except for the extension of certain Oakland streets to the edge of the plan map and hence into some adjacent areas, vehicular circulation proposals are not made for areas outside the city limits in the PGP.

(2) Do not specify capacity or design of trafficways. The 1948 plan distinguished, by number of lanes, two types of freeways and two types of major streets; typical cross-sections, recommended street widths, and some interchange designs were also included. These recommendations have not been consistently carried out and experience has shown that detailed design standards can better be determined at the time an improvement is made.

The PGP distinguishes only two types of arterials -- freeways and major streets. No detailed design standards are included. Freeways have access limited to a few selected points and crossing traffic is routed at a different level. Major Streets have access to all abutting properties and intersecting streets; crossing traffic is controlled by traffic signs or signals. Major Streets which are or will be, in fact, a pair of one-way streets, are shown as a single traffic carrier.

(3) Incorporate new developments. The Preliminary General Plan incorporates proposals for vehicular circulation that have already been set forth in adopted documents -- State freeway routes (e.g., MacArthur, Warren and Shepard Canyon freeways), State legislation (e.g. the Southern Crossing and its approach system), and City plans (e.g. the Oakland Shoreline Development Plan and the Berkeley Master Plan).

(4) Make logical extensions and links. In the 1948 plan some arterials were shown as ending abruptly or not connecting to a nearby major street. Similarly, some current State freeway proposals do not link up with other elements of the freeway system. In modifying the plan these extensions were drawn (e.g. the extension of Seminary Avenue from San Leandro Street to the Eastshore Freeway; the extension of the Grove - Shafter Freeway to connect with the Eastshore Freeway).

(5) Redesignate as major streets those routes no longer proposed as freeways. If a freeway originally shown to follow a major street alignment now takes a different route, the existing street is retained as a major street in the General Plan. For example, a freeway was formerly shown along Grove Street; now the Grove-Shafter Freeway is proposed to run slightly to the east of Grove Street. Consequently, Grove Street itself is shown as a major street.

(6) No detail for the Central Business District street system. The 1948 plan showed a detailed circulation network for the CBD. This has been removed from the current plan. Circulation in this area will be revised in a more precise study in the near future.

Notable Changes in Freeways

The freeway now shown as Warren Boulevard Freeway follows approximately the line of Mountain Boulevard shown in the 1948 Plan.

MacArthur Boulevard Freeway will run a few blocks south of the present MacArthur Boulevard in the western portion of the city. In East Oakland, MacArthur Freeway will connect with the Warren Freeway north of Mills College. Formerly it was proposed to run along Bancroft Avenue to about 98th Avenue where it returned to MacArthur Boulevard again.

The Grove-Shafter Freeway is shown much as in the 1948 plan. The route from 46th Street to downtown is now slightly to the east of Grove Street and crosses San Pablo Avenue to run between Brush and Castro Streets. The Shattuck Avenue segment of the 1948 proposal has now been eliminated from State proposals and from the Berkeley and Alameda County master plans.

The Grove-Shafter link from West Grand Avenue to the Eastshore Freeway has been made in order to serve Alameda and connect these freeway elements into a unified system.

The Estuary crossing between the Eastshore Freeway at Cypress Street and Main Street in Alameda has been eliminated from the General Plan because of opposition of United States agencies; it is also not included in the Alameda (city) Outline Master Plan or the Alameda County Tentative Master Plan (1957).

The High Street connection running parallel to existing High Street and connecting the Eastshore Freeway and Foothill Boulevard is now shown as a freeway section rather than as a major street because construction is to meet freeway standards.

The Outer Eastshore Freeway was proposed in the Oakland Shoreline Plan and is added to the PGP; this freeway now appears in the Berkeley Master Plan and the Alameda County Tentative Master Plan.

Although there are many doubts as to whether it will ever be constructed, the Southern Crossing was still an item of State legislative policy and is therefore shown on the PGP. This has meant that Hegenberger Road west of the Eastshore Freeway is part of the Southern Crossing approach system and is so shown.

The Berkeley Freeway is a State proposal for which the route is as yet undetermined; the Plan shows this freeway in generalized form following the proposal of the Berkeley Master Plan.

Important Changes in Major Streets

Peralta Street has been eliminated as a major street west of Cypress Street because it is anticipated that urban renewal activities in West Oakland will allow redesign of circulation to remove the need for this as a major traffic carrier.

A new arterial across Lake Merritt channel is proposed in order to divert some of the traffic which now uses the 12th Street dam, and to reduce the need for a Foothill Boulevard crossing over Lake Merritt. The new arterial would consist of an extension of E. 7th St. to join E. 8th St. at 8th Ave.; then along E. 8th St. to join E. 12th St. at 14th Ave., and along E. 12th St. to join San Leandro St. at Fruitvale Ave.

The Foothill Blvd. Bridge across Lake Merritt has been eliminated in the interest of preserving the aesthetic and recreational values of Lake Merritt.

The 14th Street extension through the Oakland Army Terminal and the Middle Harbor Road extension through the Naval Supply Depot are not shown in the PGP. These military installations now have such permanent status that the original dedications of right-of-way cannot be used without considerable disruption of the installations. This extension does not appear to be the best solution to the traffic problem of the military installations, and the expense of constructing the necessary structure over the railway facilities would be extremely high. Seventh Street and West Grand Avenue are retained as major street entrances to these facilities.

The Embarcadero extension to connect with Maritime Street and 1st Street is intended to allow heavy industrial traffic to leave the freeway at points from which it will have good access to West Oakland industrial districts.

Oak Street (rather than Fallon Street) is shown as the major street connection from the Lake area to the Embarcadero; the 12th Street Dam interchange makes Oak Street more effective than Fallon Street for this purpose.

The development of Richmond Boulevard as a major street linking the downtown with the central hills has been rejected by action of the City Council. Oakland Avenue will therefore function as a major street into Piedmont, possibly as one of a pair of one-way streets.

Fish Ranch Road (upper Claremont Avenue) and Thornhill Drive -- shown earlier as reaching only into the lower hills-- are now proposed as major streets all the way to the crest, thereby enabling motorists to reach Skyline and Grizzly Peak Boulevards more easily.

Bancroft Avenue -- no longer a freeway route because of the relocation of the MacArthur Freeway north of Mills College. It is shown as a major street and is currently being improved.

Edes Avenue has been eliminated as a major street east of 98th Avenue. The city of San Leandro does not intend to provide the necessary connection beyond the Oakland boundary.

Seminary Avenue has been extended in order to provide access to the Eastshore Freeway between High Street and Hegenberger Road.

The Port of Oakland has requested that the Oakport Street--Embarcadero route be included as a major street.

LAND USE

COMMERCIAL AREAS

The proposals for Oakland's commercial areas are limited to (1) statements of policy to guide their development and improvement, and (2) general proposals as to their size and location. The studies which developed these proposals focused upon the major problems and principal needs of the city as a whole for commercial services and facilities. Further studies are contemplated to develop more specific proposals to guide the development of commercial areas.

The Preliminary General Plan groups commercial areas into three types: the Central Business District (CBD), shopping centers and general commercial areas.

The Central Business District

The PGP proposes two policies to guide the improvement of the Central Business District (CBD) as a regional center:

(1) Encourage a concentration and intensification of activity within a limited area.

(2) Provide easy and convenient access.

These policies are complementary. The latter says, in effect, "It must be reasonably easy to get to the CBD." The former says, "There must be advantages to being in the CBD once you get there."

Concentration & Intensification Within a Limited Area

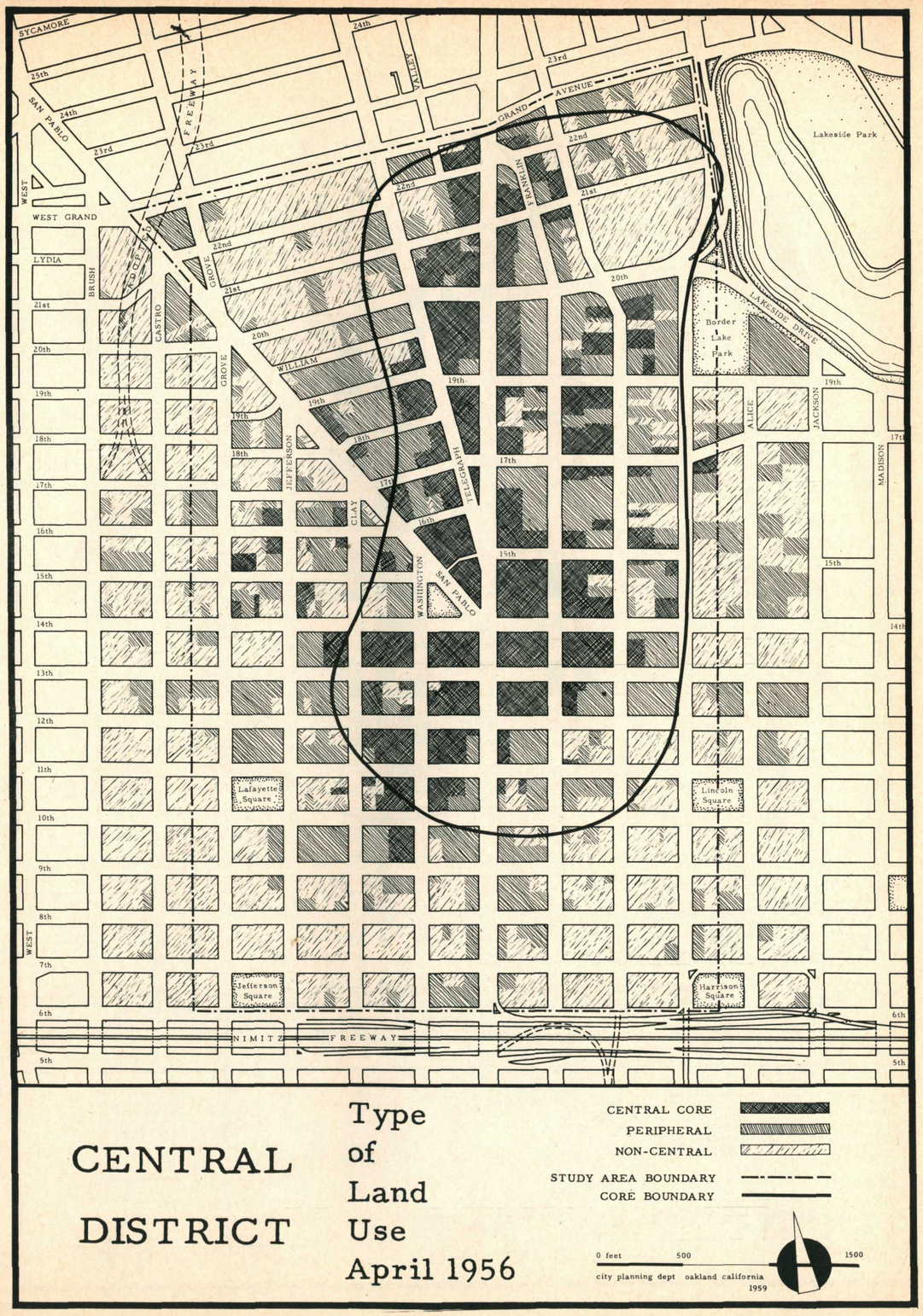
In line with this policy the proposed area for the CBD is limited to its present size. A study made by the City Planning Department indicates that this present area can accommodate expansion of downtown development during the next 25 years. The following two maps indicate the types of land use and the intensity of land use by structures within the 350 acre central area of Oakland. Although the study was prepared in 1956 the general pattern they portray has not changed appreciably.

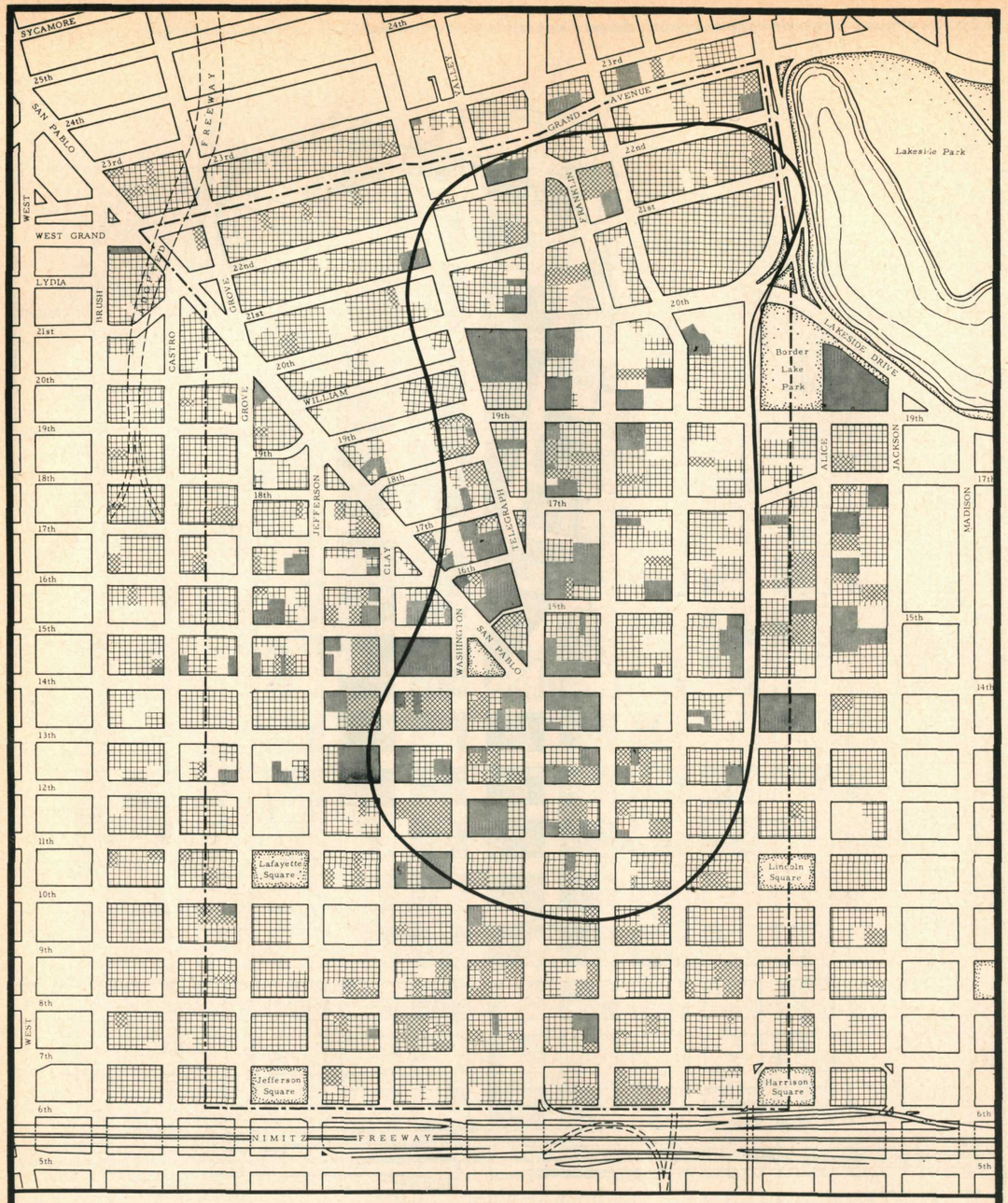
In reference to the first map the three land use categories are defined as follows:

(1) Central Core - intensive uses having, generally, a regional service area. This contains the most concentrated uses of the CBD.

(2) Peripheral - uses which serve or are secondary to a central core use.

(3) Non-Central District - uses which do not have a regional service area or do not primarily serve a central core use. This encompasses uses belonging in industrial, general commercial, community shopping and residential areas.





An outline of the specific types of use that were assigned to each category is contained in the Notes and References 6/.

This map shows an elongated irregularly-shaped concentration of Central Core uses. It is also apparent that this criteria does not precisely define the limits of the CBD. Superimposed over this land use pattern is the oblong-shaped boundary as shown on the Plan maps. This boundary is not to be interpreted as a precise boundary. Nevertheless it does contain the majority of the concentrated Central Core uses and Peripheral uses which are immediately adjacent to them. It also includes the site of the Kaiser Center now under construction at 20th and Harrison Streets. The Kaiser Center will stimulate the development of other core uses in this portion of the CBD. Within the CBD area as delineated there are many sites containing Peripheral or Non-Central District uses that can be used to better advantage.

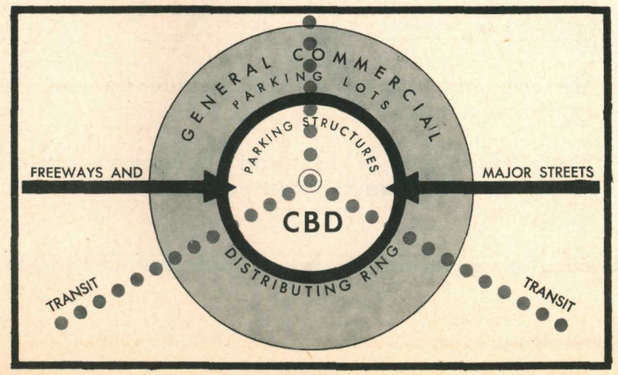
The intensity of land use map shows a less concentrated pattern than the preceding map. A great deal of the CBD area has a very low intensity of use by structures. Much of the open land is utilized for parking. In some cases this is considered by the owner as an interim use pending sale or development for a more intensive use.

Concentration within the CBD will result in greater efficiency and convenience for the business man and the shopper. It will also enhance the stimulating and dynamic qualities which typify the downtown areas of big cities.

Accessibility

"Easy and convenient access" is directly related to proposals contained in those sections of the Plan concerning: (1) circulation facilities and (2) the concentration of living and working activities near the CBD. The reader is referred to the sections of the Plan covering these.

The diagram below, which is part of the Plan, illustrates several principles concerning easy and convenient access to the CBD. A "distribution ring" of freeways and major streets around the CBD is proposed which will serve two functions: (1) traffic destined for the CBD would gain direct access to parking structures and lots from this ring, and (2) traffic not destined for the CBD is routed around and not through the CBD. Parking structures are recommended within the CBD along its outer



edges adjacent to the streets that will form this distributing ring. This will provide a more intense use of the most centrally located land within the CBD with parking buildings situated around the perimeter. On the other side of the distributing ring within the surrounding general commercial area, surface parking lots are proposed. Transit, on the other hand, penetrates into the heart of the CBD. This includes both local and intercity transit.

It is the intention here to encourage the development of a circulation system that will follow these principles. The exact location of freeways, major streets and transit facilities are not specified and it is not the intention to eliminate major streets within the CBD. The detailed proposals of this nature will need to be determined later.

Trends

Oakland's retail business within the CBD while still a very important activity, has declined in importance. In 1954, retail sales amounted to $186,000,000 within the downtown area, while in 1948 it was $213,000,000. This is measured in constant dollars and shows a drop of 12.7 percent 7/. This drop in sales occurred in spite of population increases in Oakland and the East Bay trading area.

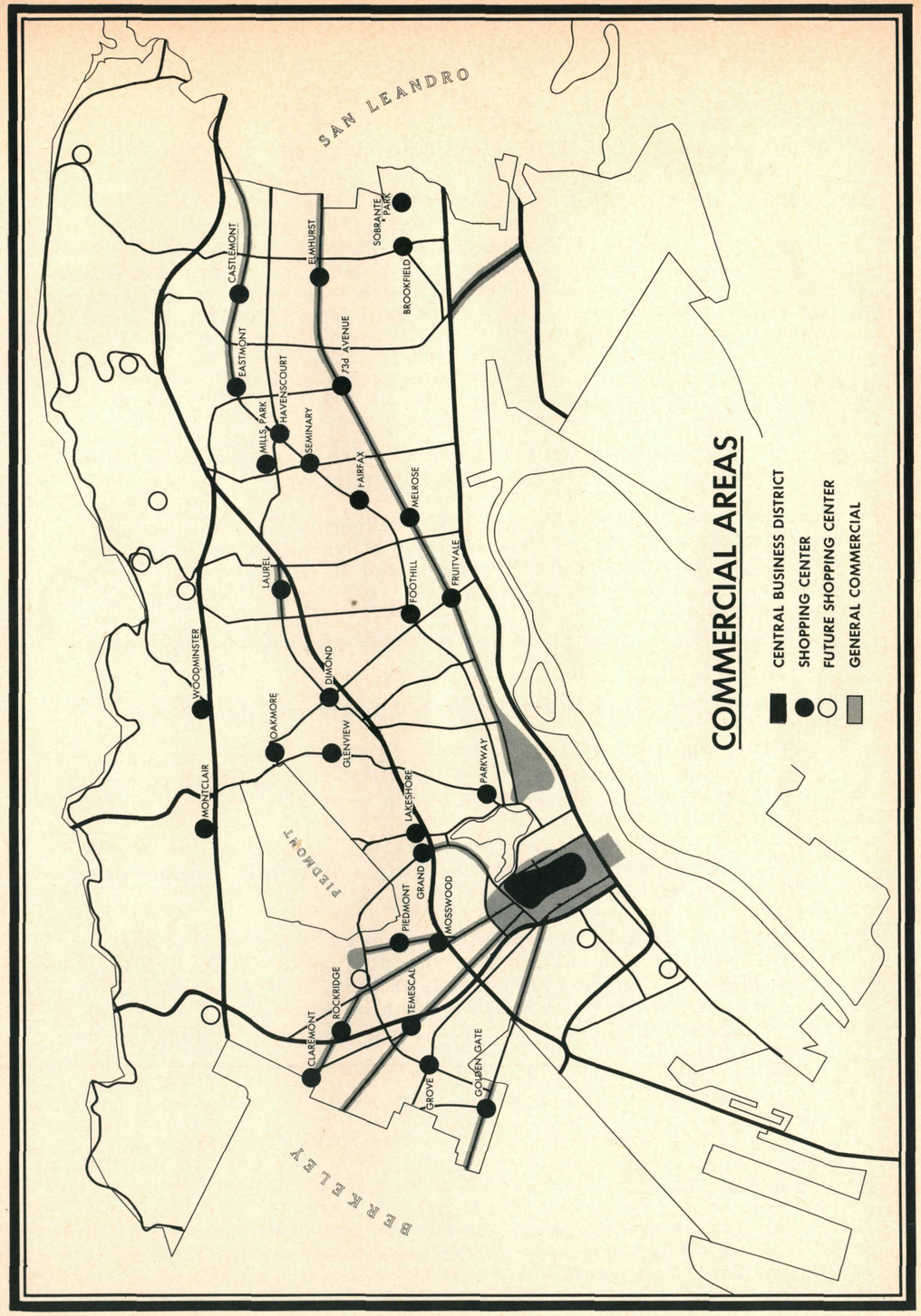
Office space is increasing, however, while retail sales decrease, and this may be interpreted as evidence of further specialization in CBD activities. Oakland's rentable office space increased by 145% during the post-war boom-- from 814,000 square feet prior to World War II to 2,000,000 square feet in 1957 -- including buildings under construction 8/. This does not include space in smaller buildings, conversions and structures designed for single ownership tenants such as the Blue Cross and Telephone Buildings. Therefore the principal role of the CBD in the future may be that of a management center, rather than a retail center.

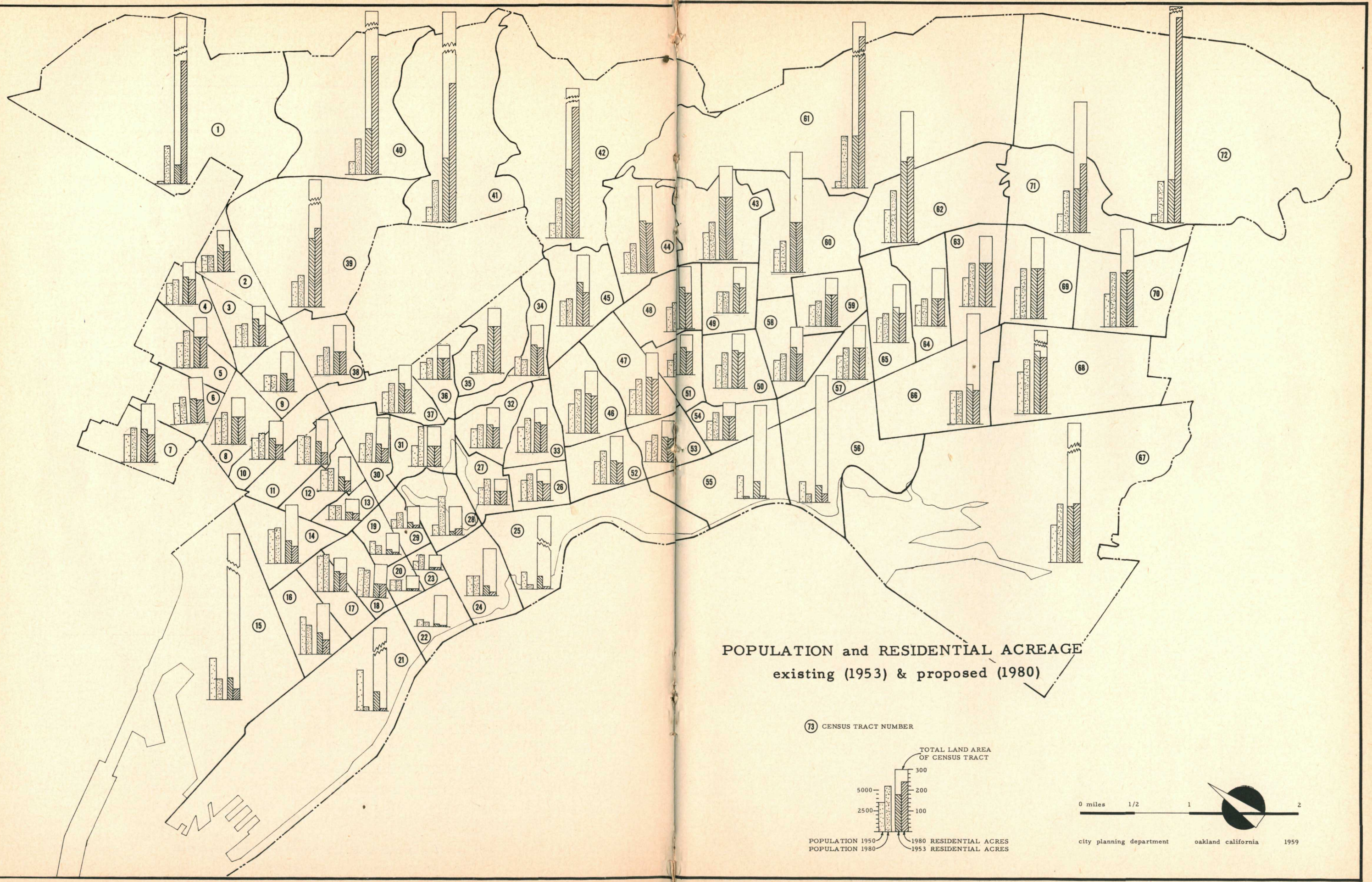
Retailing, however, can still be expected to have an important function in the future CBD. Growth of administrative employment may be expected to assist downtown retailing. It has been estimated that approximately 25% of all downtown purchases are made by people who work there 9/. Another important market for downtown goods and services consists of the people who live in or very near the area. Therefore, the future of Oakland's downtown retailing depends, to a considerable extent, on:

(1) The future of office activities and other employment generators.

(2) The economic status of, and residential densities in, adjoining areas.

(3) The efficiency of transit and highway systems in moving people to and from the central area.





POPULATION and RESIDENTIAL ACREAGE
existing (1953) & proposed (1980)

(73) CENSUS TRACT NUMBER

city planning department oakland california 1959

1980 PROPOSED RESIDENTIAL DENSITY

population per net residential acre

(6) CENSUS TRACT

100 PROPOSED CENSUS TRACT DENSITY

LOW DENSITY AREA

MEDIUM DENSITY AREA

HIGH DENSITY AREA

VERY HIGH DENSITY AREA

0 miles 1/2 1 2

city planning department oakland california 1959